

**CONFIDENTIAL***Subject*

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Assistant Deputy Director/Administration(S)

20 March 1952

Office of the General Counsel

Various Types of Travel Orders

OGC Has Reviewed

1. At your request, there is presented a discussion of various types of travel orders, the common situations in which each is used, and the consequences of using each. Travel orders may be divided into three basic categories:

- a. Permanent Change of Station (PCS)
- b. Temporary Duty (TDY)
- c. Home Leave.

2. PCS orders are utilized when the Government desires to change employee's headquarters or post of duty from one geographic location to another, e.g. changing headquarters of an employee in Washington to

[redacted] In connection with foreign travel, PCS orders are utilized to establish the individual's first post of duty, e.g. orders authorizing travel of an individual from his home in Chicago to his headquarters at [redacted]

3. TDY orders are utilized when the Government desires an employee to depart from his headquarters for a short period of time to another geographical location, e.g. where an employee is directed to travel from Washington, his headquarters, to [redacted] to perform duty in [redacted] for a period of ten days and return to Washington. Other examples could include travel from an overseas post to Washington, D.C., for a short period and return to post. Another example of TDY would be where an employee was primarily based in Washington but his duties required almost constant travel to various cities in the United States. TDY orders are also utilized in conjunction with PCS orders. An example would be where a new employee is directed to travel on PCS orders from his home in Chicago to [redacted] as his first duty station and, in addition, is directed to travel to Washington for temporary duty for a period of thirty days prior to proceeding to [redacted]

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4. Home Leave orders are utilized to return an employee to the United States (or its territories and possessions) after he has completed two years of continuous service abroad. Home Leave as such is peculiar to the Department of State and CIA. Home Leave orders may, upon occasion, involve what appears to be a mixture of PCS or TDY orders. For example, an employee who has been brought to the United States on Home Leave may subsequently have PCS orders issued while he is on Home

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Leave directing him to report to Washington as his new post of duty. Also, while he is on Home Leave at his place of residence, TDY orders may be issued directing him to travel to Washington for TDY for a period of reorientation and training prior to returning to his overseas station.

5. There are many pages devoted to the regulations governing issuance of travel orders and payment of expenses pursuant to such orders. In addition to the regulations, which include Executive Orders, the Comptroller General is constantly issuing formal opinions interpreting the laws and regulations. Therefore, in a short paper, it is impossible to give a complete and accurate picture of all situations and the results of issuing various types of travel orders. However, there has been listed below the essential features involved in each type of order.

6. Where a PCS order is issued to an employee to travel from A to B, the following expenses are paid by the Agency:

- a. Travel expenses of the employee which includes per diem, actual transportation fares and other miscellaneous expenses. (Fares are normally limited to lowest available first class)
- b. Similar expenses for members of the family of the employee.
- c. Cost of transporting furniture and household and personal effects of the employee, within specified weight limitations.
- d. Cost of storing furniture and household and personal effects of an employee who is assigned to a post at which, because of emergency conditions, he cannot take or at which he is unable to use such effects.
- e. Cost of storing furniture and household and personal effects on first arrival at a post for not in excess of three months or until his establishment of residence quarters.
- f. Transportation for the employee of a privately owned automobile.
- g. Where authorized by regulations, a transfer allowance which is intended generally to compensate for additional costs incurred by virtue of employee's being assigned to a new climate.
- h. Where the dependents are prohibited by the Government from accompanying the employee, a separation allowance may be paid to compensate for the cost of maintaining two households.
- i. So long as the employee remains permanently assigned to an overseas post, the various allowances, such as

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cost-of-living allowance, quarters allowance, post differential, generally continue to be paid even though the employee may be temporarily absent from his post on TDY orders.

- j. The above expenses in general are paid only from point A to point B in accordance with the usually traveled direct route. Deviations ordered by the Agency for the employee, such as TDY to an intermediate point for the employee, would include reimbursement of travel expenses for the extra distance involved only for the employee.

7. The issuance of TDY orders entitles the employee to the following types of reimbursements:

- a. Travel expenses of the employee only for whatever itinerary has been directed. The other types of reimbursement, such as household goods and effects and travel expenses of dependents cannot be paid under TDY orders.
- b. At times it becomes difficult to determine exactly how TDY orders should be issued. Such a case would involve an employee whose duties the Agency intended him to perform at a number of geographic locations. In such a case, it would be necessary to determine that one particular point be designated as a headquarters or permanent post of duty. While away from that post, he would be entitled to the appropriate TDY travel expenses even though he is away from his post the greater part of each year. This is normally an administrative determination. Upon occasion, however, the Comptroller General has stated that the facts did not support the administrative determination, and it appeared that the real intent was to afford the employee additional compensation by virtue of per diem payments.
- c. If the employee who is stationed at [ ] is directed to return to Washington for TDY, his travel expenses would, of course, be reimbursed, but no travel expenses could be authorized for dependents. As pointed out above, however, while he is away from his post on TDY, the normal allowances applicable to the post would continue, except for post differential while he was in the United States.

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8. Under Home Leave orders, an employee who has been abroad for two years could be returned from the post to his home of record for the purpose of taking leave. Under such circumstances, the Agency could pay the following expenses:

- a. Travel expenses of the employee and his dependents to his place of residence and the expenses of return to his post of duty.
- b. No shipment of furniture, household and personal effects could be authorized.
- c. If he continued to maintain his residence quarters at the post, his quarters allowance would be continued but the cost-of-living and post differential allowances would be discontinued during his absence from his post.
- d. The leave of absence granted the employee in these circumstances is exclusive of the time occupied while traveling to and from the United States and such time as may be necessarily occupied in awaiting transportation.

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10. The travel expense of new appointees on TCO orders to an overseas station, as outlined above, is conditioned on such appointees agreeing in writing to remain with the United States Government for a period of not less than twelve months from the time of appointment. Violation of that agreement for personal convenience or because of separation for misconduct will bar any return payments, and if determined to be in the best interests of the United States, any money expended by the United States for the initial travel shall be considered as a debt due by the individual to the United States.

11. The principles stated above would in general apply to staff employees, staff agents, career agents, and contract employees. In those categories other than staff employees, provisions are made for substantial compliance with the regulations in order to waive certain technical requirements with respect to the actual travel documents and accounting for funds expended. In the other agent categories, the above principles may be adopted as a standard by so specifying in the

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contract. However, the contracts may provide completely different systems of reimbursement for travel expenses. The travel features which are embodied in such contracts or arrangements are determined on the basis of the particular circumstances and are the subject of negotiation.

12. The above information must be considered as general in nature since there are infinite numbers of circumstances which may bring into play exceptions to the rules or special rules which have not been cited.

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